Single Family Design Guidelines/ Neighborhood Compatibility Ordinance Update

Proposed

Municipal Code Changes

Summary

May 3, 2006

Draft Prepared for ABR, PC & HLC Review

Introduction

The Single Family Design Guidelines/Neighborhood Preservation Ordinance (SFDG/NPO) Update Steering Committee and Staff recommend a number of Municipal Code amendments. Changes described in this document range from simple definition updates for clarity to more substantive changes. For example, Design Review project "triggers" will be simplified, improved and clarified. The changes described in this document, when combined with the proposed updated SFDG and Architectural Board of Review Guidelines, will create a more effective Design Review process for single family home applications.

Code Update Process

This document provides a description of the changes to take place, but not the actual recommended Zoning Ordinance language. The Steering Committee has reviewed this compilation of recommended changes. During this review phase, the Architectural Board of Review, Historic Landmarks Commission, and the Planning Commission will review and comment on the changes. Following these reviews, City Council will review the recommended Zoning Ordinance changes. After City Council review, the City Attorney will then draft the proposed Ordinance. The Ordinance Committee will review the proposed Ordinance amendments and then they will be recommended for introduction and adopted by the City Council. Amendments to the Zoning Ordinance require five affirmative votes of the Council to adopt.



Neighborhood Preservation Ordinance Update Municipal Code Changes

- 1. Public Notice Procedures (22.68.065, 22.68.070, and 22.68.080)
- 2. Floor to Lot Area Ratios (FAR) (28.15, 28.18 and 28.87)
 - Set FAR Maximums for projects involving two or more stories
 - Requirements for Projects Above 85% of the Maximum FAR
 - Exceeding FAR Maximum Allowed by Planning Commission Modification
 - Exceeding FAR Maximum Allowed for Legal Non-Conforming as to FAR for two or more stories
 - Basement Square Footage Calculations for Floor to Lot Area Ratios
- 3. Findings (22.68.060 NPO Findings)
 - Good Neighbor Policy Related Items
- 4. Application Design Review Triggers and Routing Changes (22.68.040 Applicability of ABR, Exceptions 22.68.070 and ABR Referral to Planning Commission 22.68.070)
- 5. Green Building Standard
- 6. Hillside Items
 - Hillside Design District Boundaries (22.68)
 - Building Height Definition (22.22 and 22.68)
 - Grading (SFDG)
 - Retaining Wall Heights (SFDG)
 - Terracing Projects with Multiple Retaining Walls (SFDG)
- 7. On-Site Parking Flexibility
- 8. Zoning Ordinance General Definition Changes (Definitions 28.04)
- 9. Outdoor Lighting Ordinance

Attachment 1: Proposed FAR Maximums and Guidelines Table by Lot Size.

Attachment 2: Proposed Submittal Requirement Levels Table

1. Public Notice Procedures

Noticing Distance: The noticing distance from project property lines for ABR hearings to be set at 100 ft. or to the 20 closest parcels, whichever captures more parcels. For projects that are subject to other hearing review bodies, the regulation is now 300 feet. Implementation Notes: Amend § 22.68.065

Notice all 2-Story Projects: Require noticing for all two-story projects heard by the ABR, not just second stories of a certain size. This will be achieved through the amendment of the application and hearing rules in the Zoning Ordinance. The noticing requirement for all two-story projects would require a public hearing, and site posting equal to other types of ABR projects that now require these public notice requirements. Implementation Notes: Amend § 22.68.065.

2. Floor to Lot Area Ratios

Set FAR Maximums for projects involving two or more stories: Establish a maximum cumulative net floor area of all structures on the lot to be less than or equal to FAR maximum allowance, per FAR Table, Attachment 1.

In non-single-family zones, only single-family residential projects with two adjacent single-family residences are subject to the FAR limitations.

FARs would apply to duplexes (two attached residential units, additional units (2nd units) and secondary dwelling units ("granny units"), but not to R-2 accessory units or multifamily units. Analysis showed that the proposed FAR figures would work easily allow two reasonably sized units to be built on lots where two-units are allowed by current Zoning rules. Condominiums would not be subject to FARs as they are considered multi-family units. Also, two-unit projects on non-single family zones lots with less than two adjacent single-family homes would not be subject to FARs.

<u>Implementation Notes</u>: The FAR chart would be incorporated by reference into the single-family and R-2 zoning standards (Chapters 28.15 and 28.18). Application of the FAR to single family homes in other zones would be incorporated into Chapter 28.87. The limitations on projects over 85% would be incorporated into the Zoning Ordinance in the same location as the reference to the table of maximum FARs.

Requirements for Projects Above 85% of the Maximum FAR.

- A. Create a two-tiered FAR maximum system, whereby there are more stringent submittal requirements for projects proposing square footage above 85% of the maximum Floor to Lot Area Ratio. The Submittal Level Requirements Table, Attachment 2, summarizes the proposed requirements.
- B. These additional submittal requirements can apply to two-story projects on any size lot where the additional information would be helpful in determining consistency with NPO Findings. Generally, the additional submittal requirements would apply to projects approaching 85% of the recommended maximum FAR.

Applications for projects where the FAR Ordinance standard applies and when the project is over 85% of the maximum FAR will be accepted only if:

- Avg. Slope of Lot < 30%, and
- Height above grade < 25', and
- For Hillside Design District Projects: Total site grading < 500 cubic of grading outside of the main building footprint.

<u>Implementation Notes</u>: Include in Municipal Code where the maximum FAR table is incorporated by reference.

Exceeding FAR Maximum Allowed by Planning Commission Modification: A Planning Commission Modification with special findings is proposed as a mechanism for two or more story homes to exceed the maximum FAR for lots subject to regulatory FARs. Specific standards and findings are proposed that would allow for a modification request to be granted if additional application submittal requirements have been met and the following findings set is met.

A modification of the maximum Floor to Lot Area Ratio (FAR) for a single family residence on a lot where the Planning Commission makes all of the following findings:

- a. That at least a supermajority (2/3) of current membership of the Architectural Board of Review have made a positive recommendation regarding the modification following a concept review of the project.
- b. That there are exceptional or extraordinary circumstances or conditions applicable to the lot involved (such as location, surroundings, topography, or unusual lot size in comparison to the immediate neighborhood) that do not apply generally to other lots in the same neighborhood.
- c. That the exceptional or extraordinary circumstances applicable to the lot allow development on the lot in excess of the maximum FAR to be compatible with other existing development in the neighborhood that does not exceed the maximum FAR.
- d. That all new construction in the project meets all yard and open yard area requirements for the zone.
- e. That the modification of the FAR maximum is consistent with the intent of the Zoning Ordinance and the Planning Commission makes each of the Neighborhood Preservation Ordinance Findings specified in Chapter 22.68.

Exceeding FAR Maximum Allowed for Legal Non-Conforming as to FAR for two or more story homes: Some properties would become "legally non-conforming as to FAR" after the adoption of this Update Package. These properties would be allowed an additional (one time only) 100 square feet beyond the existing legal non-conforming home size without the requirements of a PC modification hearing. The project would be required to undergo at least an ABR Consent level of review. This provision allows flexibility for homeowners to make small changes such as a bathroom, closet or laundry room addition.

Implementation Notes: § 22.68.060.

Basement Square Footage Calculations for Floor to Lot Area Ratios: Staff proposes that for projects proposing modest or no amount of fill adjacent to basement walls, portions of the floor area of the basement will not be counted in the floor to lot area ratio for the project as follows.

- If the vertical distance of one side of the building from grade to ceiling does not exceed four feet (4'), 25% of the basement story floor area will not be counted.
- If the vertical distance of two sides of the building from grade to ceiling do not exceed four feet (4'), 50% of the basement story floor area will not be counted.
- If the vertical distance of three sides of the building from grade to ceiling do not exceed four feet (4'), 75% of the basement story floor area will not be counted.

3. Findings for Project Approval

Update findings required for NPO project approvals to the following finding set.

Infill and Hillside Findings

- 1. **Consistency & Appearance:** The proposed development will be consistent with the scenic character of the City and will enhance the appearance of the neighborhood.
- 2. **Compatibility:** The proposed development will be compatible with the neighborhood, and its size, bulk, and scale is appropriate to the site and neighborhood.
- 3. Quality Architecture & Materials: The development, including proposed structures and grading, is designed with quality architectural details and quality materials. Proposed materials and colors will maintain the natural appearance of the ridgeline or hillside.
- 4. **Trees:** The proposed project will not remove or significantly impact any designated Specimen, Historic or Landmark trees. Also, the proposed project, to the maximum extent feasible, preserves and protects healthy, non-invasive mature trees with a minimum trunk diameter of four inches (4") measured four feet (4') above natural grade. The project includes a plan to mitigate the impact of the removal of any healthy, non-invasive mature tree with a diameter of four inches (4") or more at four feet (4') above natural grade in compliance with applicable tree replacement ratios. Designated Specimen, Historic and Landmark trees will not be removed.
- 5. **Health, Safety and Welfare:** The public health, safety and welfare will be protected.
- 6. **Good Neighbor Guidelines:** The project generally complies with applicable privacy, landscaping, noise, and lighting Good Neighbor Guidelines.
- 7. **Public Views:** The development, including proposed structures and grading, will preserve significant public scenic views of and from the hillside.

Hillside Design District Additional Findings

- 8. Appropriate Grading & Natural Topography Protection: The development, including proposed structures and grading, is appropriate to the site, is designed to avoid visible scarring, and will not significantly modify the natural topography of the site or the natural appearance of any ridgeline or hillside.
- **9. Appropriate Development Scale:** The development, including proposed structures and grading, will maintain a scale and form which blends with the hillside area by minimizing the visual appearance of structure(s) and the overall height of structure(s).

Implementation Notes: Amend § 22.68.060.

4. Application ABR Trigger Changes

Revise Municipal Code to reflect the following changes to which single family projects are "triggered" for ABR review.

Changes to Both Infill and Hillside Areas

- All two-or more story projects subject to some level of Design Review.
- All one-story projects greater than 3,000 square feet have some level of Design Review.
- For lots subject to regulatory FARs, at least Administrative Design Review required for proposals over 85% of the maximum FAR.
- ABR Consent review required for upper story deck and balconies over 20 square feet in floor area.
- All "exception criteria" to be eliminated.
- Trigger for Planning Commission Review for 6,500 square foot plus projects eliminated.
- Manufactured and "moved" homes would be subject to Administrative Design Review to the degree allowed by California State law.
- Projects subject to ABR which are eligible for Staff Administrative approvals expanded.
- Improvements completed within two years of an application shall be considered
 as part of the new application for purposes of application review triggers and
 routing to discourage piecemeal development. For example, an applicant
 completes a project and receives a final "occupancy clearance" from Building and
 Safety. For two years after the "occupancy clearance" any additional projects
 would be subject to at least the same level of Design Review as the prior project.
 After two years have elapsed, then the following review triggers would apply for
 the home:

	Major Alteration	Additional Square Feet or Demolition & Reconstruction
1 st floor project location only	No ABR required.	No ABR required.
2 nd floor project component	Yes ABR required.	Yes ABR required.

This approach avoids always referring minor projects back the ABR review when it is not necessary, but assures that major alterations or additions to two story homes which could have a greater impact are reviewed.

Hillside Design District

- Trigger for Planning Commission Review for project with over 500 cubic yards of grading eliminated.
- As before, all building permits for properties with a slope of 20% or greater to undergo some level of Design Review.

- As before, all building permits which include more than 250 cubic yards of grading beyond the footprint of the main building would be subject to Design Review.
- Roofing, landscaping or terracing wall proposals would be subject to some level of Design Review, even if the property averages less than a 20% slope.

The level at which Design Review is required (i.e. Administrative, Consent, or Full Board) is recommended to be described in the ABR Guidelines. A reference to the ABR Guidelines is recommended in the application section of Chapter 22.68.

Implementation Notes: § 22.68.040 Applicability of ABR, Exceptions § 22.68.045 and ABR Referral to Planning Commission § 22.68.070.

- **5. Green Building Standard:** Proposals for home additions would require a two-star or higher BuiltGreen level rating when the following occurs:
 - Project scope would result in a one-story home greater than 4,000 square feet, including accessory structures on-site¹; and
 - Project results in a two-or more story home over 85% of the maximum FAR on lots subject to regulatory FARs. (only the area of added square footage would be required to build to a two-star or higher BuiltGreen level rating).

Implementation Notes: Update to the ABR Ordinance and ABR Guidelines.

6. Hillside Items

Hillside Design District Boundary Changes: Adjust District boundaries per maps shown in the draft updated Single Family Design Guidelines. The boundary changes will include parcels known to be over 20% slope. Smooth boundaries were used to include these 20% slope and over parcels, with the result that some parcels with slopes less than 20% area are also included in the new boundaries. In all, approximately 500 parcels are added to the existing 5883 parcels in the Hillside Design District by the boundary changes, an 8% increase. This may result in approximately 25 additional HDD Design Review cases per year.

<u>Implementation Notes</u>: Amend the Hillside Design District Map attached to Chapter 22.68.

Building Height Definition: Adopt a definition of building height for single family home projects as follows:

"The vertical distance measured from all points of a building or structure where it meets the adjacent ground, either natural or finished grade, whichever is lower, to the maximum vertical height of a building or structure at all points."

¹ However, if there are two units on a site, the individual unit with a project proposal would need to exceed 4,000 sq. ft. for the two-star BuiltGreen requirement to be triggered. In other words, the total of the two units would not be the figure used to determine the trigger, only the total of the project unit and its associated structures would be considered.

The change in building height definition would assist in ensuring that grades are not manipulated as part of grading a site to result in lower height measurements. Revision of height definition would prevent projects from getting a beneficial increase in height measurement of structures when finish grades are lowered. Implementation Notes: Chapters 22.22 and 22.68

Grading PC Referrals: Eliminate referrals of projects to PC when grading exceeds 500 cubic yards.

Instead of the PC referral, more specific guidelines & FARs will encourage people to minimize grading. A new grading guideline in the SFDG will read: "Carefully plan your project to minimize grading both underneath main building footprints and on the entire site. Most reasonably sized development projects should be able to achieve a project program with less than 250 cubic yards of grading outside the main building footprint, excluding recompaction. Only rarely do projects need to approach 500 cubic yards of grading outside the main building footprint to achieve reasonable development of a property." Also, ABR to have the ability to request a 3-dimensional model or 3-dimensional computer simulation presentation of the project if the grading is proposed to exceed 500 cubic yards outside of the main building footprint.

Grading Standards: Additional standards for Hillside Design District & 20%+ slope projects >250 cubic yards of grading outside the building footprint:

- A licensed civil or structural engineer must prepare the grading plans.
- Require an on-site pre-consultation meeting with Building and Safety Staff, the building contractor, engineer and grading crew with equipment present on the day of grading commencement prior to beginning project grading.
- Require the engineer for the projects to submit a grading report to be required at the
 completion of all (rough) grading in order to reduce costs to applicants. The
 requirement for a report from the applicant would assure that grading plan
 calculations remain honest since the 500 cubic yards of grading Planning
 Commission review trigger has been eliminated. The in-progress grading report
 would also allow an opportunity for grading mistakes to be caught early and
 corrected prior to home construction.
- Some Planning Commission approved grading mitigation measures commonly applied as conditions of approval regarding hours of grading, dust control, equipment, and other grading topics be required as standard conditions for all grading projects.

<u>Implementation Notes:</u> § 22.10 Vegetation Removal. Potentially rename section to "Grading and Vegetation Removal". Planning Staff is currently working with the City Attorney's Office to determine if some of these grading standards should be included in Building Code Amendments.

Terracing Projects with Multiple Retaining Walls: Any retaining wall project, no matter the height or length, will be subject to a building permit and design review if the project is:

Located on an average slope of 15% or more

- Located on a property adjoining an ocean bluff
- The overall height of the terraced wall project as measured from highest to lowest point exceeds 6 feet.

<u>Implementation Notes:</u> § 22.10 Vegetation Removal. Potentially rename section to "Grading and Vegetation Removal".

- 7. On-Site Parking Flexibility One Uncovered Parking Space Option: Change the Zoning Ordinance to allow one uncovered space and one covered space if the uncovered space is beyond the front yard, i.e. set back behind the required front yard and front edge of the main building. The uncovered parking space would be exempt from rear and interior yard setback requirements to minimize paving. This option would be available for homes under 85% of the maximum required or recommended FAR and where the existing site layout lends to the solution without requiring demolition of more than 200 square feet of any existing main building. Implementation Notes: Parking Ordinance Update.
- **8.** Zoning Ordinance General Definition Changes: Change floor area associated definitions for an easier application submittal and staff review process and to gain a more effective FAR calculation. The recently implemented Development Application Project Statistics Form guides applicants to accurately provide appropriate net and gross square footage calculations consistent with these Municipal Code suggested definition changes.

<u>Net Floor Area</u>: The area within the surrounding exterior walls of a building, measured from the inside face of exterior walls, exclusive of the area occupied by the surrounding walls, vent shafts, courts and basements with less than a 5' grade to ceiling height.

<u>Gross Floor Area</u>: The area of a structure measured from the outside line of a building, including the area occupied by the surrounding walls, exclusive of vent shafts and courts.

Net Lot Area: The area of a legal lot excluding any public right of way easements.

Floor to Lot Area Ratio: Net floor area divided by net lot area.

Implementation Notes: Reword Municipal Code Chapter §22.68 to be consistent with proposed definitions above. Possible revisions to Chapters 22.22, 28.04 and 28.87.

Grading Definitions. Replace the existing definition of fill and add all of the following definitions consistent with the California Building Code (CBC).

- **Grading**: Excavating or filling or any combination thereof.
- Import Fill: Earth material acquired from an off-site location to deposit by artificial means as a part of grading on a site.
- Export Cut: Earth material transported off-site.
- (Re)Compaction: The densification of earth material by mechanical means.
- Cut: (1) An excavation (the mechanical removal of earth material). (2) The difference between a point on the original ground and a designated point of lower elevation on the final grade. (3) The material removed in excavation.
- Earth Material: Any rock, natural soil and/or any combination thereof.
- Excavation: Mechanical removal of earth material.
- Fill: A deposit of earth material placed by artificial means
- Stockpiling: The accumulation of fill material in one location.

Implementation Notes: § 28.04 Definitions.

Deck and Balcony Proposed Definitions:

- **Deck:** A platform that is wholly or partially supported from the ground below and may be surrounded by a railing, balustrade or parapet. A deck can be freestanding or attached to a building.
- **Deck, Roof:** A deck constructed directly above any top plate line of a structure, within the exterior footprint of the structure, and which is designed to function as usable outdoor area.
- **Balcony:** Cantilevered platform that projects from the wall of a building above the ground and is surrounded only by a railing, balustrade or parapet.

<u>Implementation Notes:</u> § 28.04 Definitions.

Manufactured and Moved Homes Definitions: Add the manufactured, factory-built housing related definitions derived from State Health and Safety Code 18007 through 18009 and 19971 to the Municipal Code. Manufactured and moved homes are proposed to be subject to ABR review as allowed by State Government Code 65852.3. "Moved home" below, is not derived from the State of California Codes; rather, it is an original definition.

Moved home: A home previously approved for occupancy at a location within the City of Santa Barbara that is proposed to be relocated to another parcel within the City. Implementation Notes: § 28.04 Definitions.

9. <u>Outdoor Lighting Ordinance:</u> Minor amendments to the Lighting Ordinance to be completed consistent with the updated Single Family Design Guidelines lighting guidelines to be completed as part of SFDG/NPO Update implementation. <u>Implementation Notes:</u> Lighting Ordinance and Lighting Guidelines.

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Two-Story Home Draft Proposed Floor to Lot Area Ratios (FARs)

To determine draft maximum home size for a property, follow these steps:

- 1. Determine property lot size.
- 2. Find the lot size range which includes the lot size on Table 1, the Formula Table, below.
- 3. Complete the formula using the lot size. First multiply the listed factor by the lot size, then add it to the "base" number.
- 4. If you would like to check your work with some example FAR calculations, see Table 2.

Table 1: Formula Table

Lot Size	Max. Home Size (in sq. ft.) incl. garage
<4000	2200
< 10000 sq. ft.	1200 + (.25 * Lot size in sq. ft.)
10000 - 14999 sq. ft.	2500 + (.125 * Lot size in sq. ft.)
15000 - 19999 sq. ft.	
≥ 20000	4430 + (.013 * Lot size in sq. ft.)

Table 2: Example FAR Calculations Table

,	
Garage Al	lowance
Lot Size	Allowance
< 20000	500
> 20000	750*
≥ 20000	750*

*Where zone district allows, see Municipal Code 28.87.160.4

			Prop	osal
	Maximum	Maximum	85% of	Maximum
	Home Size	Home Size	Max. Home	FAR
	including	excluding	Size incl.	including
Lot Size	garage	garage	garage	garage
4000	2200	1700	1870	0.55
5000	2450	1950	2083	0.49
6000	2700	2200	2295	0.45
7000	2950	2450	2508	0.42
7500	3075	2575	2614	0.41
8000	3200	2700	2720	0.40
9000	3450	2950	2933	0.38
10000	3750	3250	3188	0.38
11000	3875	3375	3294	0.35
12000	4000	3500	3400	0.33
13000	4125	3625	3506	0.32
14000	4250	3750	3613	0.30
14999	4375	3875	3719	0.29
15000	4375	3875		0.29
20000	4690	3940		0.23
1/2 acre	4713	3963		0.22
3/4 acres	4855	4105		0.15
1 acre	4996	4246		0.11
1.5 acres	5279	4529		0.08
2 acres	5563	4813		0.06
2.5 acres	5846	5096		0.05
3 acres	6129	5379		0.05
3.5 acres	6412	5662		0.04
4 acres	6695	5945		0.04
4.5 acres	6978	6228		0.04
5 acres	7261	6511		0.03
5.5 acres	7545	6795		0.03
6 acres	7828	7078	6654	0.03

⁼ Steering Committee recommended guidelines only for lots over 7,500 square feet. Staff recommends FAR required standards for lots up to 10,000 square feet.

⁼ Guidelines only

Levels
Requirement
Submittal

	Standard	Hioher Level	Planning Commission FAR Modification
Applies to	Most under 85% of Max. FAR Projects	Over 85% of Max. FAR Projects, or for other projects as required by Staff or ABR	Over Maximum FAR Projects
Submittal Fee	\$305 - \$1330 fee*	\$305 - \$1330 fee*	\$1670 - \$2395 fee*
Plans		3 sets	3 sets
Vicinity Map and Project Statistics	Yes	Yes	Yes
Photographs	 existing building (if any) adjacent structures composite panoramic view of the site surrounding areas existing neighborhood streetscape 	 existing building (if any) adjacent structures composite panoramic view of the site surrounding areas existing neighborhood streetscape 	 existing building (if any) adjacent structures composite panoramic view of the site surrounding areas existing neighborhood streetscape proposed neighborhood streetscape with photo simulation of new development
Exterior Elevation Drawings	All sides of proposed project.	All sides of proposed projectStreet Elevation (outline silhouettes only)	All sides of proposed projectStreet Elevation (outline silhouette and window and door outlines)
Graphics 20 Closest Homes Analysis Story Poles ABR Vote Planning Commission Modification Approval	None Not likely to be required, or if required, basic level most likely. Not Applicable	grading > 500 cubic yards outside main footprint can be required. • Perspective drawing or three dimensional model, applicant's choice. \$45 Assessor report of 20 closest homes simple data print-out only. Likely to be required, if required, standard level most likely. • NPO Findings must be made. • Majority vote required. Not Applicable	 > 500 cubic yards outside main footprint can be required. 3-dimensional scale model or 3-dimensional Auto-Cad presentation of proposed project and adjacent property existing structures required. Full 20 closest homes analysis, current data required. Full level of Story Poles Required. NPO Findings must be made. 6 Members of ABR positive vote required. ("Super Majority" vote) Modification Approval Standards Summary: Exceptional or extraordinary circumstances or conditions applicable to the lot involved which allow for a compatible development. Proposed new construction meets minimum yard and open yard Zoning standards. Consistent with the intent of the Zoning
		N	Ordinance and NPO Findings are made.
Neighbor Workshop None required None requi	None required	None required	Required prior to application.

Fee schedule is located on the web at: www.santabarbaraca.gov/NR/rdonlyres. no special scheduling fees.